

## Message Text

SECRET

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ACTION ARA-06

INFO OCT-01 SS-14 ISO-00 PM-03 L-01 NSC-05 NSCE-00  
INR-05 CIAE-00 SP-02 TRSE-00 /037 W  
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AMEMBASSY NASSAU  
AMEMBASSY PORT OF SPAIN  
SECDEF WASHDC  
CNO WASHDC  
CINCLANT FOR POLAD

S E C R E T BRIDGETOWN 1081

LIMDIS

CINCLANT FOR POLAD

EO 11652: GDS  
TAGS: MARRR, BB  
SUBJECT: NEGOTIATIONS FOR US MILITARY FACILITIES: BARBADOS

REF A) BRIDGETOWN 1080 (NOTAL) B) STATE 109396

SUMMARY: GOB MINISTER OF EXTERNAL AFFAIRS FORDE TOLD US TEAM  
LEADER MAY 13 THAT GOB HAS NOT YET TAKEN A POSITION ON BASIC  
QUESTION OF WHETHER CONCLUDED US MILITARY PRESENCE IN  
BARBADOS IS DESIRABLE. UNTIL GOB MAKES THAT DECISION, GOB  
IS NOT RPT NOT PREPARED TO CONTINUE DISCUSSIONS ON TERMS OF  
A NEW AGREEMENT. STRESSING FRIENDSHIP WITH THE US AND  
SPEAKING IN VERY CORDIAL TERMS FORDE NEVERTHELESS MADE IT  
QUITE CLEAR THAT IN CASE CAIBNET REACHES FAVORABLE DECISION, GOB  
WILL EXPECT VERY SUBSTANTIAL PRICE FOR CONTINUED USE OF  
FACILITY, INCLUDING RECOMPENSE FOR ALLEGED ECONOMIC ASSISTANCE

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OBLIGATIONS INCURRED IN 1961 NEGOTIATIONS. FORDE EVIDENTLY  
REGARDS FACILITY ISSUE AS "HIS TING" (HE DID A GRADUATE  
THESIS ON THE SUBJECT AND WAS ALSO RETAINED BY THE FACILITY  
AS THEIR ATTORNEY IN PAST), AND WE NOW ANTICIPATE HE WILL  
CONTINUE TO BE TOUGH IN BOTH TACTICS AND DEMANDS.  
GIVEN HIS INFLATED VIEW OF THE VALUE OF THE FACILITY TO THE US,  
PLUS POSSIBILITY HE IS LOOKING FOR A PERSONAL TRIUMPH, WE ARE

NOT OVERLY OPTIMISTIC ABOUT GETTING AN AGREEMENT. END SUMMARY.

1. IN RATHER CONFUSED MAY 13 LUNCHEON CONVERSATION, MINEXTAFF PERMSEC SYMONDS FIRST COVERED SAME GROUND AS MAY 12 OPENING SESSION(REFTEL A)), WITH ADDITION OF DETAILED EXPOSITION OF GOB DOMESTIC POLITICAL REQUIREMENT AS REGARDS FACILITY NEGOTIATIONS. SYMONDS STRESSED THAT GOB MUST BE ABLE TO DEMONSTRATE IT HAS WON COMPENSATION FOR PAST 16 YEARS (1961-1977) OF US PRESENCE. THIS COMPENSATION MUST COVER REASONABLE "RENTAL" CHARGE AS WELL AS OTHER US "OBLIGATIONS."

2. TEAM LEADER HEAVNER SAID US CANNOT RECOGNIZE ANY OBLIGATION FOR PAST RENT, POINTING OUT THAT 1961 AGREEMENT EXPRESSLY RULES OUT SUCH CHARGES. IN RESPONSE TO FURTHER PROBING BY SYMONDS, HEAVNER SAID WE COULD CONSIDER A "FRONT LOADED" AGREEMENT WHICH WOULD REQUIRE LARGER US PAYMENTS IN INITIAL YEARS. GOB COULD LABEL SUCH PAYMENTS AS RECOMPENSE FOR PAST ALLEGED US OBLIGATIONS IF IT CHOSE TO DO SO. HOWEVER, US COULD NOT ACKNOWLEDGE ANY SUCH PAST OBLIGATIONS WITH THE ONE VERY LIMITED EXCEPTION OF AIRPORT O AND M CHARGES (REFTEL B)).

3. SYMONDS SAID THAT ONE WAY TO CALCULATE PAST DUE CHARGES WOULD BE MULTIPLY OUR PRESENT RENTAL OFFER (REF A) TIMES 16 YEARS (\$4.8 MILLION). HEAVNER SAID FORCEFULLY THAT SUCH A FIGURE TOTALLY OUT OF THE BALLPARK UNDER ANY FORMULA. SYMONDS LATER WONDERED IF AS MUCH AS \$1 MILLION COULD BE "FRONT LOADED" ON TOP OF CURRENT TENTAL OFFER. WHEN ASKED IF THIS WAS A PROPOSAL, SYMONDS BACKED AWAY HASTILY.

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4. AT END OF LUNCHEON IT WAS LEFT THAT SYMONDS WOULD CONSULT WITH MINISTER FORDE TO SEE IF GOB WOULD WISH TO CONSIDER A SECOND US PROPOSAL WITH A "FRONT LOAD" FORMULA. HOWEVER, SYMONDS PHONED CHARGE SHORTLY THEREAFTER TO SAY GOB FEELS NO PURPOSE WOULD BE SERVED FOR US TEAM TO STAY ON IN BARBADOS.

5. AT LARGE MAY 13 DINNER AT CHARGE RESIDENCE, HEAVNER ASKED MINEXTAFF FORDE FOR APPOINTMENT TO DISCUSS APPARENT IMPASSE. FORDE SUGGESTED THEY RETIRE AT ONCE TO PRIVATE ROOM, AND IN HOUR LONG CONVERSATION FORDE MADE FOLLOWING POINTS:  
A) GOB CABINET HAS TAKEN NO RPT NO DECISION ON DESITABILITY OF CONTINUED US MILITARY PRESENCE. ANY FURTHER DISCUSSIONS MUST AWAIT SUCH A DECISION.

B. A NEW AGREEMENT WILL BE HARD TO SELL IN THE CABINET, GIVEN THE LIABILITY THE US MILITARY PRESENCE POSES, BOTH IN TERMS OF GOB THIRD WORLD RELATIONS AND IN TERMS OF THE POSSIBILITY OF AN ARMED ATTACK AGAINST THE US FACILITY (IN THE CASE US IS AT WAR)

C) BECAUSE OF CHANGE IN BARBADIAN GOVERNMENT, GOB NEVER FOLLOWED UP ON US 1961 PROMISE TO PROVIDE ECONOMIC ASSISTANCE AND OTHER BENEFITS. SUCH BENEFITS WERE PROVIDED OTHER SIGNATORIES TO 1961 AGREEMENT, THOUGH NOT SPECIFIED IN THE AGREEMENT ITSELF, AND US HAD CLEAR OBLIGATION RE BARBADOS WHICH IT NEVER FULFILLED.

6) HEAVNER SAID WE UNAWARE OF ANY SUCH OBLIGATIONS, STRESS- IN THEY ARE NOT INCLUDED IN WRITTEN AGREEMENT, ALSO NOTING LONG PASSAGE OF TIME WITHOUT ANY CLAIM BEING LODGED ARGUES NO RPT NO VALID OR EVEN IMPLIED OBLIGATION NOW EXISTS IF IT EVER DID. HEAVNER ALSO SAID WE THINK POSSIBILITY OF BARBADOS EVER BECOMING A MILITARY TARGET BECAUSE OF US PRESENCE IS EXTREMELY UNLIKELY. IN RESPONSE TO FORDE COMMENT THAT FACILITY OF GREAT MILITARY IMPORTANCE TO US, HEAVNER SAID WE WANT TO KEEP IT, BUT IT IS ONLY A VERY SMALL ELEMENT IN OUR SECURITY REQUIREMENTS AND CAN BE READILY

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REPLACED BY OTHER MEANS IF NECESSARY. FORDE PROFESSED NOT TO BELIEVE THIS OBSERVATION. (FORDE'S MANNER THROUGHTOUT WAS VERY FRIENDLY BUT ALSO VERY FIRM.)

7. FORDE AND HEAVNER FINALLY AGREED IN PRINCIPLE THAT A FORMULA COULD BE FOUND TO SATISFY BOTH GOB POLITICAL NEEDS AND US LEGAL PROHIBITIONS ON RETROACTIVE PAYMENTS. IT SEEMS CLEAR, HOWEVER, THAT GOB AND US ARE VERY FAR APART ON AMOUNTS OF MONEY TO BE PAID, AN OBSERVATION WHICH HEAVNER EMPHASIZED IN AN EFFORT TO MAKE CLEAR TO FORDE THAT US CANNOT MEET THE INFLATED DEMANDS GOB EVIDENTLY PLANS TO MAKE IN ANY FUTURE NEGOTIATING SESSIONS.

8. FORDE AND HEAVNER LEFT IT THAT GOB WILL INFORM US WHEN GOB CABINET HAS TAKEN POSITION ON ITS WILLINGNESS IN PRINCIPLE TO CONTINUE US USE OF FACILITIES. AT THAT POINT, TIME AND PLACE CAN BE SET FOR FUTURE TALKS, WHETHER ON TERMS OF NEW AGREEMENT OR MODALITIES FOR US DEPARTURE.

9. COMMENT: A) FORDE WAS ONCE ATTORNEY FOR THE US FACILITY. HE ALSO DID A GRADUATE LEVEL THESIS ON THE SUBJECT. HE CLEARLY REGARDS THE MATTER AS "HIS THING," AND HE MAY BE LOOKING FOR A PERSONAL POLITICAL TRIUMPH. (SYMMONDS' TACTICS AND DEMANDS CLEARLY WERE THE RESULT OF DIRECTIONS FROM FORDE.) FORDE HAS VERY STRONG VIEWS, AND HE WILL PROBABLY CONTINUE TO BE TOUGH IN BOTH HIS DEMANDS AND HIS NEGOTIATING TACTICS. (?) GIVEN STRENGTH OF FORDE'S APPARENT VIEWS ON OUR "OBLIGATIONS," THE OUTLOOK FOR AN AGREEMENT ON TERMS WE CAN ACCEPT IS NOT ENCOURAGING.

C) FORDE'S STANCE MAY NOT ADEQUATELY REFLECT THE APPRECIATION OF OTHER GOB LEADERS OF THE ECONOMIC IMPORTANCE

OF THE FACILITY TO BARBADOS. HAZARD OF TRYING TO GO AROUND  
FORDE WOULD BE GREAT, HOWEVER, AND WE CERTAINLY DO NOT RECOM-  
MEND IT UNTIL WE ARE MUCH FURTHER DOWN THE ROAD AND HAVE  
TESTED THE BOB POSITION MUCH MORE THOROUGHLY.

10. HEAVNER, ORLINS, AND KONAN WILL GO TO ANTIGUA

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MAY 16 TO TRY TO WRAP UP AGREEMENT THERE.  
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## Message Attributes

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